

DRAFT PRESIDENT'S REPORT 1962

SOVIET OFFENSIVE WEAPONS IN CUBA

Soviet Buildup

On October 22, President Kennedy announced to the nation and to the world the "secret, swift and extraordinary buildup" by the Soviet Union of offensive missiles in Cuba and the initial steps that the United States was taking to cope with this threat. Information on the buildup had been given to the President the previous Tuesday morning (October 16) and, during the week that followed, surveillance was stepped up, confirming evidence evaluated, a course of action decided upon, friendly governments notified and consulted, the members and machinery of the Organization of American States (O.A.S.) brought into the picture, and American defenses in the Caribbean strengthened and put on the alert.

The President revealed that a serious threat against the peace and security of the Americas was being secretly mounted by the Soviet Union on the "imprisoned island" of Cuba. Sites for medium-range ballistic missiles (MRBMs) capable of carrying a nuclear warhead 1,000 nautical miles had been rapidly and secretly installed and additional sites not yet completed were designed for intermediate-range ballistic missiles (IRBMs) capable of travelling twice as far and thus posing a nuclear threat to most of the major cities of the Western Hemisphere. This urgent transformation of Cuba into a strategic base with nuclear striking capacity constituted an explicit threat to the peace and security of the Americas in defiance of the Inter-American Treaty of Reciprocal Assistance (Rio Pact) of 1947, "the traditions of this nation and hemisphere," and the Charter of the United Nations. This Soviet action contradicted the repeated assurances of Soviet spokesmen, both

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publicly and privately delivered, that the arms buildup in Cuba would retain its original defensive character. Neither the United States nor the world community, the President emphasized, could tolerate the deliberate deception and offensive threat represented by the clandestine deployment of strategic nuclear weapons.

To meet this threat the United States was taking immediately the following steps: 1) to halt the buildup, a strict quarantine of all offensive military equipment under shipment to Cuba was being initiated and, should offensive military preparations continue, "further action will be justified;" 2) the United States declared that it would regard any nuclear missile launched from Cuba against the Western Hemisphere as an attack by the Soviet Union, requiring a full retaliatory response upon the Soviet Union; 3) Guantanamo was being reinforced; 4) the Council of the Organization of American States was being convened to apply the Rio Treaty in support of hemispheric security; and 5) under the Charter of the United Nations, the United States was requesting an emergency meeting of the Security Council. Finally, the President called on Chairman Khrushchev "to halt and eliminate this clandestine, reckless, and provocative threat to world peace and to stable relations between our two nations."

U.S. Objective

This was a difficult and dangerous effort on which the United States had set out, the President concluded, "but the greatest danger of all would be to do nothing." On the military side, steps were taken to strengthen defenses in the Caribbean and to put United States forces in a posture to apply the quarantine. The Department of Defense had ordered all tours of duty of Navy and Marine personnel extended until further notice; the

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Quantanmo naval base defenses were strengthened; air power was built up in the Southeastern portion of the United States; and military deployment put 5,000 marines and 40 naval vessels in the Caribbean, initially as part of a training exercise. Following the resolution adopted by the Organ of Consultation of the Council of the Organization of American States (described below) the President issued a proclamation establishing the quarantine of Cuba as of 10 A.M. on October 24. The Department of Defense ordered the interdiction of 25 Soviet merchant vessels known to be headed for Cuba. At 8 A.M. on October 25 the first interception of a Soviet ship, the oil tanker Bucharest, took place, and the ship was allowed to proceed. 12 of the 25 Soviet vessels heading for Cuba turned around and no encounter with a contraband-carrying vessel occurred during the Cuba affair.

From the beginning it was clear that in the political and diplomatic realms U.S. policy had two immediate tasks. The first and most proximate task of U.S. diplomacy was to show that the Soviets had in fact used guile and deception to enslave in Cuba offensive nuclear weapons, and that our evidence was conclusive. The second was to halt further shipments and bring about rapidly and effectively the removal of the offensive weapons, under U.N. supervision, before the quarantine could be lifted. The United States was prepared to negotiate on modalities and to consider various formulae but not to abandon this goal.

From the start, both the Organization of American States and the United Nations were involved. Resources and institutions of this hemisphere were used to underline its solidarity and determination, and to convince the Soviet Union that elimination of the offensive weapons was a purpose to which the hemisphere was solidly committed. From the start, too, it was clear that

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the United Nations would have a crucial role. It was the forum in which the evidence of Soviet guilt could be most convincingly exposed to a world-wide audience, world opinion mobilized, and the world verdict pronounced. It was, also, a ready and efficient mechanism for diplomatic communications. The United Nations served as a site where U.S. and Soviet negotiators could easily meet. The Secretary-General himself supplied an important link between the parties particularly during the first days when tension was highest. Thirdly, although Cuba prevented their employment, the United Nations proved itself willing and able to devise acceptable mechanisms for inspection and verification of dismantling and removal of the offensive weapons and for safeguards against their reintroduction. The United Nations was also prepared to carry out the necessary operational responsibilities. Simultaneously with the President's speech, therefore, the United States took diplomatic steps to set in motion the political machinery of the O.A.S. and the U.N.

O.A.S. Action

In Washington the U.S. Representative on the Council of the Organization of American States (C.O.A.S.) sent a note to the Acting Chairman requesting the immediate convocation of the Council as a Provisional Organ of Consultation under Article 6 of the Inter-American Treaty of Reciprocal Assistance (Rio Treaty). This article provides for immediate consultation on measures to be taken for the common defense and for the maintenance of peace and security of the Continent when "the inviolability of the integrity of the territory or the sovereignty or political independence of any American States should be affected by an aggression which is not an armed attack or by an extra-continental conflict, or by any other fact or situation that might endanger the peace of America."

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The O.A.S. Council met on the morning of October 23. Secretary of State Dean Rusk sitting as the U.S. Representative described the nature of the threat to this hemisphere and the counter-measures which the United States considered it essential for the inter-American system to take. He stated that "the Soviet intervention in this hemisphere with major offensive weapons challenges as never before the determination of the American Governments to carry out hemispheric commitments solemnly assumed in inter-American treaties and resolutions for the defense of the peace and security of the nations of the hemisphere against extra-continental aggression or intervention." He proposed that under the Rio Treaty the Council, serving as Organ of Consultation, without delay "call for the immediate dismantling and withdrawal from Cuba of all missiles and other weapons of offensive capability and ... recommend ... that the member states of the Organization of American States take the necessary measures to ensure that Cuba does not continue to receive additional offensive weapons ... and if necessary to prevent the offensive capacity already acquired by the Castro regime from being used to destroy the peace and security of the hemisphere."

The Secretary noted that the United States was simultaneously asking the U.N. Security Council to act in the matter. He observed: "The threat is to our hemisphere and we have primary responsibility and duty to act as we are now doing, as a hemisphere. But the threat originates from outside the hemisphere and it is appropriate that the extra-continental power which challenges our inter-American commitments ... be dealt with in the forum in which that power participates. It is therefore fitting in this case that the Security Council of the United Nations be requested to call upon this member

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to refrain from his aggressive actions against us and seek to enforce upon him its decisions. Meanwhile, without awaiting the outcome of the United Nations approach, we must ensure that our hemisphere is effectively quarantined against any further addition to Soviet offensive nuclear military power in our midst."

Following a general discussion of the danger confronting the hemisphere the Council voted 19 to 0 (Bolivia abstained for lack of instructions) to constitute itself provisionally as the Organ of Consultation (C.O.A.S./O.C.). Then, at the suggestion of the U.S. Representative, the Organ of Consultation adjourned for several hours to permit a number of delegations to consult their governments and receive instructions on the draft resolution presented by the United States to deal with the threat confronting the hemisphere.

The Organ of Consultation reconvened that same afternoon. Debate centered on the draft resolution. As each representative spoke, it became evident that the American republics were solidly united in their determination to resist this most dangerous threat to the peace and security of the hemisphere. A few delegations were not in a position to vote affirmatively on certain provisions of the resolution, attributable for the most part to domestic constitutional considerations, but when the resolution as a whole was put to a vote, the support was unanimous. In one of the historic decisions of the inter-American system the Organ of Consultation: (1) called for "the immediate dismantling and withdrawal from Cuba of all missiles and other weapons with any offensive capability," and (2) recommended that "the member states, in accordance with Articles 6 and 8 of the Inter-American Treaty of Reciprocal Assistance, take all measures, individually and collectively including the use of armed force,

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which they may deem necessary to ensure that the Government of Cuba cannot continue to receive from the Sino-Soviet powers military material and related supplies which may threaten the peace and security of the Continent and to prevent the missiles in Cuba with offensive capability from ever becoming an active threat to the peace and security of the Continent." The resolution also expressed "the hope that the Security Council will, in accordance with the Resolution introduced by the United States, dispatch United Nations observers to Cuba at the earliest moment."

Following the meeting of the Council of the Organization of American States/Organ of Consultation and pursuant to the recommendations contained in the second paragraph of the resolution adopted, President Kennedy issued the Presidential Proclamation interdicting the delivery of offensive weapons and associated material to Cuba, to commence at 10:00 A.M. Eastern Standard Time on October 24. The proclamation stated that the Secretary of Defense "shall take appropriate measures to prevent the delivery of prohibited material to Cuba, employing the land, sea and air forces of the United States in cooperation with any forces that may be made available by other American states." The Secretary of Defense was authorized to designate prohibited or restricted zones and prescribed routes and declared that "any vessel or craft which may be proceeding toward Cuba may be intercepted and may be directed to identify itself, its cargo, equipment and stores and its ports of call, to stop, to lie to, to submit to visit and search, or to proceed as directed." Any vessel that refused to comply with directions might be taken into custody. In carrying out the order force was not to be used except in case of failure or refusal to comply with directions or

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regulations after reasonable efforts had been made to communicate with the vessel or craft, or in self-defense.

In the days immediately following, twelve other American republics offered assistance in support of the quarantine operation: Argentina, Dominican Republic, Venezuela, Costa Rica, Colombia, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Panama, and Nicaragua. Several of these offers included naval units, posing the problem of coordination of forces. Consequently, on November 5, the C.O.A.S./O.C. recommended that the contributing member states take among themselves the technical measures necessary to establish an efficient and coordinated action. Pursuant to this recommendation, the governments of Argentina, the Dominican Republic and the United States on November 9 notified the C.O.A.S./O.C. of the establishment of an Inter-American Combined Quarantine Force into which they were integrating their respective naval units and placing officers of the participating navies on the staff of the Commander of the Combined Quarantine Force.

Security Council Consideration

Simultaneously with the call for a meeting of the O.A.S. Council, Ambassador Adlai Stevenson in New York requested the President of the Security Council -- that month the Soviet Representative -- to call an urgent meeting of the Council "to deal with the dangerous threat to the peace and security of the world caused by the secret establishment in Cuba by the Union of Soviet Socialist Republics of launching bases and the installation of long-range ballistic missiles capable of carrying thermonuclear warheads to most of North and South America." "The United States," he wrote, "now has incontrovertible evidence that the U.S.S.R. has been installing in Cuba a whole series of facilities for launching offensive nuclear missiles and other offensive weapons and installing the weapons themselves."

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The establishment of these bases, Ambassador Stevenson declared, "constitutes a grave threat to the peace and security of this hemisphere and of the whole world." It should be the purpose of Security Council action, he concluded, "to bring about the immediate dismantling and withdrawal of the Soviet missiles and other offensive weapons in Cuba, under the supervision of United Nations observers, to make it possible to lift the quarantine which is being put into effect." He also expressed the willingness of the United States to confer with the Soviet Union "on measures to remove the existing threat to the security of the Western Hemisphere and the peace of the world."

Ambassador Stevenson transmitted a draft resolution which called for the immediate dismantling and withdrawal from Cuba of all missiles and other offensive weapons, and which authorized the sending to Cuba of a U.N. observer corps to assure and report on compliance with the resolution. The resolution called for an end to the U.S. quarantine of military shipments to Cuba when the above terms were complied with and recommended that the United States and the U.S.S.R. "confer promptly on measures to remove the existing threat."

The Security Council held four meetings on October 23, 24, and 25. By the time the first meeting opened on the afternoon of October 23, the Soviet Union and Cuba had introduced two parallel letters to the President of the Security Council making similar requests for an urgent meeting of the Council in an attempt to change the focus of the question. They contended that U.S. countermeasures and "aggressive action" against Cuba constituted the real threat to peace in the Caribbean. Under Rule 37 of the Council's provisional rules of procedure, the Cuban Representative was invited to participate in the discussion of the matter before the Security Council.

/Ambassador

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Ambassador Stevenson's opening speech put the issue in the perspective of Soviet post-war aggressive expansionism. He traced the "vast plan of piecemeal aggression" and "the basic drive to abolish the world of the Charter" which had characterized Soviet policy in the post-war years and which had not been altered by the present Soviet Government. Contrasting the history of Soviet expansionism and rejection of the principles of the Charter with the United States record of loyal support for the Organization and "the world of the Charter," Ambassador Stevenson regretted that some members "seemed to believe that the cold war is a private war between two great super powers." "It is not a private struggle," he insisted, "it is a world civil war -- a contest between the pluralistic world and the monolithic world -- a contest between the world of the Charter and the world of Communist conformity." "The Castro regime," he pointed out, "has aided and abetted an invasion of this hemisphere" and "has given the Soviet Union a staging area in this hemisphere" by inviting "an extra-continental, anti-democratic and expansionist power into the bosom of the American family" and by making itself "an accomplice in the communist enterprise of world domination." The Soviet Union, he continued, had secretly transformed Cuba into a formidable missile and strategic airbase, armed with the deadliest, most far-reaching modern nuclear weapons, in an attempt to put all the Americas under a "nuclear gun" and to intensify the "Soviet diplomacy of blackmail." The day of forbearance is past, he concluded. "If the United States and the other nations of the Western Hemisphere should accept this new phase of aggression, we would be delinquent in our obligations to world peace." He could not believe that the Soviet leadership had deluded itself into supposing the United States lacked the nerve and will to use its power, and he voiced the hope that the Soviets would call an end "to this new /phase of

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phase of aggression." He urged the Council to call for the immediate withdrawal of Soviet missiles and other offensive weapons from Cuba.

Ambassador Stevenson then informed the Security Council, in accordance with Article 54 of the Charter, that the Council of the O.A.S. had adopted a resolution by 19 affirmative votes (as noted above) calling for the dismantling and withdrawal of the offensive weapons, recommending that member states of the O.A.S. take all measures to ensure that the threat was removed from the continent, and expressing the hope that the Security Council will "dispatch U.N. observers to Cuba at the earliest moment."

Ambassador Stevenson thus made three points before the Security Council which defined the themes for the debate during the rest of the week:

(1) The Soviet action in sending thousands of military technicians to its puppet in the Western Hemisphere, supplying jet bombers capable of delivering nuclear weapons, installing missiles capable of carrying nuclear warheads and preparing sites for additional missiles with a range of 2,200 miles, and doing these things through deceit and under the cloak of secrecy, were in defiance of the security commitments of the Organization of American States and in violation of the Charter of the United Nations, and contained a manifest threat to this hemisphere and to the whole world.

(2) The action and policy of the United States in this matter were in consonance with the U.N. Charter and had the unanimous backing of the Organisation of American States.

(3) The Security Council should remove the threat by calling, as the resolution proposed, for the immediate dismantling and withdrawal from Cuba of all missiles and all offensive weapons; authorizing and requesting the Secretary-General to dispatch to Cuba a U.N. observer corps to assure and

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report in compliance with this resolution; calling for termination of the quarantine upon U.N. certification of such compliance; and urgently recommending that the United States and the Soviet Union confer promptly on measures to remove the existing threat to the security and the peace of the world and report therein to the Security Council.

Following Ambassador Stevenson's presentation, the Cuban and Soviet Representatives made their initial statements. The Cuban Representative, Mr. Garcia-Inchaustegui, denounced the naval "blockade" as an "act of war" and declared that the Cuban people had answered the "armed attack" with general mobilization. He asked the Council to call for the immediate withdrawal of all troops, ships and planes deployed on the approaches to Cuban shores, and for the cessation of all "interventionist" measures. The Cuban Representative also contended that the United States had no right to ask for dismantling and disarmament and that "logically, U.N. observers should be sent to the U.S. bases from which invaders and pirates emerge to punish and harass a small state." He insisted that Cuba "will not accept any kind of observers in matters which fall within our domestic jurisdiction."

The Soviet Representative, Ambassador Zorin, declared that the United States charges were "a clumsy attempt to cover up aggressive actions" in Cuba. He described the U.S. quarantine as a "new and extremely dangerous act of aggression" and as "undisguised piracy." During this first encounter, while avoiding direct reference to the presence of Soviet missiles or bombers in Cuba, Ambassador Zorin declared that accusations that the Soviet Union had "set up offensive armaments in Cuba" were false, and officially confirmed the statement already made by the Soviet Union in this connection, "that the Soviet Government has not directed and is not directing to Cuba any offensive armaments." He also recalled the statement of Soviet Minister for Foreign Affairs

/Andrei Gromyko

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Andrei Gromyko in the General Assembly just a month previously (September 21, 1962) that "any sober-minded man knows that Cuba is not ... building up her forces to such a degree that she can pose a threat to the United States ... or else a threat to any state of the Western Hemisphere."

Ambassador Zorin submitted to the Security Council a statement published by the Soviet Government that day which addressed a "serious warning to the United States Government, to advise it that, in carrying out the measures announced by President Kennedy, it is taking on itself a heavy responsibility for the fate of the world;" declared that the Soviet Government will do "everything in its power to frustrate the aggressive designs of U.S. imperialistic circles;" and appealed to all governments and peoples to raise their voices in protest against the "aggressive acts" of the United States and strongly to condemn such acts. He introduced a draft resolution condemning the "actions of the Government of the United States designed to violate the Charter of the United Nations and to intensify the threat of war." The Soviet resolution insisted that the United States "repeal its decision on the control of ships of other states going towards the shores of Cuba," and called upon the United States, Cuba, and U.S.S.R. "to establish contacts and enter into negotiations for the purpose of normalizing the situation and thereby removing the threat of war."

At the request of the Representative of Ghana the meeting was adjourned to the following morning so that representatives might consult with other delegations outside the Council.

The Next Morning: October 24

The next morning, the Security Council heard the Representative of Venezuela, Mr. Sosa-Rodriguez, associate the Latin American nations with the action taken by the United States pursuant to the O.A.S. resolution. He noted

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that "it has been proved that the Soviet Union has set up in Cuba rocket bases that might deliver nuclear missiles to about 1,000 miles distance, and that, apparently, it is at present setting up others for rockets with a range of up to 2,200 miles." This had created an atmosphere of insecurity and concern in the countries of the American hemisphere which felt themselves directly threatened by such weapons. The weapons in Cuba, the Venezuelan Representative emphasized, were no longer defensive but offensive, and "they are of a magnitude that might be sufficient to wipe out any of the American republics and drag the world into the holocaust of nuclear war." He described the apprehension felt throughout the continent at Cuban subversive activities, including the introduction of agents, propaganda, and weapons to equip guerrilla forces in American republics. Ambassador Sosa-Rodriguez recalled the resolution adopted by the Organization of American States and declared that he was speaking for the entire continent in asking the Security Council to take measures to stop nuclear weapons from arriving in Cuba and to have the presently existing bases of nuclear rockets in Cuba dismantled.

Sir Patrick Dean, Representative of the United Kingdom, noted that by no stretch even of the Soviet imagination could a nuclear missile with a range of 2,200 miles in Cuba be called defensive, and recalled assurances on this point by Foreign Minister Gromyko and President Dorticos of Cuba at the General Assembly the previous month. "While the Soviet Government were acting their lie," he stated, "the orders were being given, plans laid and preparations being made for the supply of missiles to Cuba. Who can possibly believe in the honesty of the Soviet Government's intentions in these circumstances?" The United Kingdom, he concluded, considered that the United States acted properly by coming to the Security Council at the first possible moment. Now the Security Council must take immediate and urgent steps to restore confidence

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in the Western Hemisphere by having these offensive missiles dismantled and withdrawn. The United Kingdom fully supported the U.S. resolution before the Council.

The Representative of Rumania, Mr. Malitza, supported the Soviet position. The Irish Foreign Minister, Mr. Aiken, underlined world concern with the growth of Soviet intervention in Cuba. He appreciated Cuban concern with its national security, "but it is a far cry from that to a military buildup of the kind which the Cuban Government now appears to have embarked upon with the massive assistance of the Soviet Union." He could not understand "why the Soviet Union should have chosen this moment to establish new missile and bomber bases on the island of Cuba?" The Foreign Minister believed he perceived some common ground in the U.S. statement to the Security Council of October 22 which declared U.S. willingness "to confer with the Soviet Union on measures to remove the existing threat to security of the Western Hemisphere," and in the Soviet draft resolution which proposed that the United States, U.S.S.R. and Cuba establish contacts and enter into negotiations.

The Security Council reconvened that evening, some forty-eight hours after President Kennedy's historic speech. The naval quarantine had gone into effect at 10:00 A.M. that morning. Members knew that if a Soviet ship attempted to run the quarantine the result would be serious. They also knew that the President had indicated that the quarantine was an "immediate step" which would be followed by "further action" if the Soviet missiles were not removed.

At this meeting the Council heard statements by those members who had not yet spoken: France, China, Chile, United Arab Republic, and Ghana. In addition to expressions of support for the U.S. resolution by France and China, the highlights of the meeting were the statement of Chile, the United Arab

/Republic-Ghana

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Republic-Ghana "restraint resolution," and the first formal intervention of the Secretary-General. Ambassador Seydoux, the Representative of France, noted that "the appearance of foreign nuclear missiles on Cuban soil...cannot be considered as other than a serious initiative aimed at creating a new war front in a region which up to now has been free from such threats." He stated that the U.S. had demonstrated clearly that it is seeking a peaceful solution in accordance with the Charter of the United Nations and that the solution proposed by the U.S. was desirable in the interest of the countries concerned and "in order to banish once and for all the dangers with which world peace is threatened by the recent developments in Cuba." Ambassador Liu, for the Republic of China, noted that it was particularly disturbing to see Cuba transformed, as a result of Sino-Soviet intervention, into an armed base for communist penetration of the Americas. He declared that the measures initiated by the United States designed to call an immediate halt to the shipment of military material to Cuba were justified and supported the U.S. draft resolution as a reasonable and peaceful solution.

Speaking for Chile, Ambassador Schweitzer endorsed the security measures of the regional system and expressed support for the U.S. draft resolution. He welcomed the authorization that the U.S. draft resolution gave to the Secretary-General to dispatch an observer corps to Cuba. "Unfortunately," he said, "the Representative of Cuba yesterday rejected this idea. At such a decisive moment as this, we believe Cuba should trust the methods of the United Nations for putting out the flames of conflict and for ensuring peace. One such method could be to ensure the United Nations presence in a zone of conflict We make a fervent and heartfelt appeal to Cuba to accept such a procedure."

/The United Arab

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The United Arab Republic Representative, Mr. Mahmoud Riad, declared that his country "cannot condone the unilateral decision of the United States of America to exercise the quarantine" which he characterized as contrary to international law and likely to increase world tension. He recalled that Dr. Dorticos had told the General Assembly that the weapons Cuba had acquired were "defensive in nature" and called for "normalization" of relations between Cuba and the United States. At the same time he reaffirmed U.A.R. policies against the spread of nuclear weapons. He urged all parties to refrain from tension-aggravating action and called for negotiations. The Ghanaian Representative, Mr. Quaison-Sackey, took a similar position, stating that he had no "incontrovertible proof...as to the offensive character of military developments in Cuba" and therefore could not condone the quarantine. He also called for negotiations to resolve the crisis on the basis of "mutual respect for sovereign rights." The U.A.R.-Ghana joint draft resolution requested the Secretary-General "to promptly confer with the parties directly concerned on immediate steps to be taken to remove the existing threat to world peace, and to normalize the situation in the Caribbean;" and called on the parties concerned to comply forthwith with the resolution, to provide every assistance to the Secretary-General, and "to refrain meanwhile from any action which may directly or indirectly further aggravate the situation." The formula proposed was thus limited to a general appeal for mediation by the Secretary-General, but provided neither for the suspension of the Soviet offensive buildup nor for U.N. involvement in inspection and verification.

U. Thant Proposal of October 24

At the close of the meeting, the Secretary-General revealed that he had

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just addressed an urgent appeal to President Kennedy and Chairman Khrushchev which proposed "the voluntary suspension of all arms shipments to Cuba, and also the voluntary suspension of the quarantine measures involving the searching of ships bound for Cuba." Thant believed that such voluntary suspension for a period of two to three weeks would greatly ease the situation and give time to the parties to "meet and discuss." He offered to "make myself available to all parties for whatever services I may be able to perform."

In addition to this appeal to President Kennedy and Premier Khrushchev, the Secretary-General took the occasion of the Security Council meeting to address an urgent appeal to the President and Premier of Cuba, declaring that "it would also contribute greatly to the same end if the construction and development of major military facilities and installations in Cuba would be suspended during the period of negotiations." He then appealed to "the parties concerned" to enter into negotiations immediately, "even this night," irrespective of other procedures, with the first subject to be discussed being the "modalities" to achieve his suggestions. Significant in U Thant's intervention were his offer to make himself available to U.S. and Soviet negotiators "for whatever services" he might perform and the concrete suggestion for "suspension" of Soviet arms shipments and of the construction and development of major military installations in exchange for the suspension of the quarantine.

The next day, President Kennedy's reply reminded the Secretary-General that the threat "was created by the secret introduction of offensive weapons into Cuba, and the answer lies in the removal of such weapons." The President noted that the Secretary-General had "made certain suggestions and...invited preliminary talks to determine whether satisfactory arrangements can be assured" and indicated that "Ambassador Stevenson is ready to discuss promptly

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these arrangements with you." Premier Khrushchev's reply welcomed U Thant's initiative and characterized the situation "as highly dangerous and calling for the immediate intervention by the United Nations."

When the Security Council reconvened Thursday afternoon for what proved to be the last formal meeting on the Cuban crisis, Ambassador Stevenson welcomed both the course adopted by the Soviet Union the previous day to avoid direct confrontations in the zone of quarantine and the report that Mr. Khrushchev had agreed to the proposals advanced by the Secretary-General. Nevertheless, the situation remained serious and Ambassador Stevenson set the theme in his opening remark by inviting the Council to address itself to "the realities of the situation posed by the buildup of nuclear striking power in Cuba."

Ambassador Stevenson cautioned the Council not to forget that "we are here today...for one single reason: because the Soviet Union secretly introduced this menacing offensive military buildup into the island of Cuba while assuring the world that nothing was further from its thoughts." Already the Communists had attempted to distort the record by arguing that it was not the Soviet Union which created this threat to peace by secretly installing these weapons in Cuba, "but that it was the United States which created this crisis by discovering and reporting these installations. This is the first time, I confess," the U.S. Representative continued, "that I have ever heard it said that the crime is not the burglary but the discovery of the burglary." He noted that some representatives in the Council say that they do not know whether the Soviet Union has in fact built in Cuba installations capable of firing nuclear missiles over ranges from 1,000 - 2,000 miles. If further doubt remained on this score the United States would

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gladly exhibit photographic evidence to prove the truth of the charges.

One by one Ambassador Stevenson demolished the arguments that Ambassador Zorin had presented at the first Security Council meeting. As for the "thirty-five bases in foreign countries" which the Soviet Representative had mentioned, the fact was that there were such missiles with the forces of only three of our allies -- the United Kingdom, Italy, and Turkey -- and that these were established by the decision of Heads of Government in December 1957 "which was compelled to authorize such arrangements by virtue of a prior Soviet decision to introduce its own missiles capable of destroying the countries of Western Europe." Why was it necessary for the Western Hemisphere nations to act with such speed? The "speed and stealth" of the Soviet offensive buildup in Cuba demonstrated the premeditated attempt by the Soviet Union "to confront this hemisphere with a fait accompli." If the United States had not acted promptly and had delayed its counteraction, "the nuclearization of Cuba would have been quickly completed." He stressed that the United States had acted promptly to put into process "the political machinery which we pray will achieve a solution to this grave crisis." The one action in the last few days which had strengthened the peace was the determination to stop this further spread of weapons in this hemisphere. The United States was now in the Security Council, Ambassador Stevenson noted, because it wished the machinery of the United Nations "to take over to reduce these tensions and to interpose itself to eliminate this aggressive threat to peace and to ensure the removal from this hemisphere of offensive nuclear weapons and the corresponding lifting of the quarantine."

When Zorin again attempted to delude the Council about the facts of the Soviet offensive buildup, a dramatic encounter occurred between

/Stevenson and

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Stevenson and Zorin, which exposed the truth beyond doubt.

STEVENSON: Well, let me say something to you, Mr. Ambassador: We do have the evidence. We have it, and it is clear and incontrovertible. And let me say something else: Those weapons must be taken out of Cuba.

Next, let me say to you that, if I understood you, you said -- with a trespass on credulity that exceeds your best -- that our position had changed since I spoke here the other day because of the pressures of world opinion and a majority of the United Nations. Well, let me say to you, sir: You are wrong again. We have had no pressure from anyone whatsoever. We came here today to indicate our willingness to discuss U Thant's proposals -- and that is the only change that has taken place.

But let me also say to you, sir, that there has been a change. You, the Soviet Union, have sent these weapons to Cuba. You, the Soviet Union, have upset the balance of power in the world. You, the Soviet Union, have created this new danger -- not the United States....

Finally, Mr. Zorin, I remind you that the other day you did not deny the existence of these weapons. Instead, we heard that they had suddenly become defensive weapons. But today -- again, if I heard you correctly -- you say that they do not exist, or that we have not proved they exist -- and you say this with another fine flood of rhetorical scorn. All right, sir, let me ask you one simple question: Do you, Ambassador Zorin, deny that the U.S.S.R. has placed and is placing medium and intermediate-range missiles and sites in Cuba? Yes or no? Do not wait for the interpretation. Yes or no?

ZORIN: I am not in an American courtroom, sir, and therefore I do not wish to answer a question that is put to me in the fashion in which a prosecutor puts questions. In due course, sir, you will have your reply.

/STEVENSON:

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STEVENSON: You are in the courtroom of world opinion right now, and you can answer "yes" or "no". You have denied that they exist -- and I want to know whether I have understood you correctly.

ZORIN: Will you please continue your statement, sir? You will have your answer in due course.

Inasmuch as Zorin delayed his response, Stevenson proceeded to present conclusive evidence of the existence of Soviet offensive weapons in Cuba. This consisted of a display of enlarged aerial photographs and maps pinpointing the details and location in Cuba of Soviet bomber aircraft and of Soviet missile bases, complete with launching sites and supporting equipment, "in short, all of the requirements to maintain, load, and fire these terrible weapons." When Zorin's reply again evaded the question of whether the Soviet Union had installed offensive missiles in Cuba, Stevenson challenged the Soviet Union to ask the Cubans to permit a UN team to visit the sites he had identified in order to authenticate the evidence.

The proposal made by the United Arab Republic, and supported by Ghana, to postpone further work of the Council and to adjourn the meeting was adopted without objection, in the light of the willingness of the U.S. and the U.S.S.R. to consult with the Secretary-General on his suggestions of the previous day. The Security Council thus adjourned but remained "seized" of the problem while the parties negotiated. The scene then shifted from the formal chamber of the Security Council to the informal chambers of the Secretary-General.

/Weekend Negotiations:

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Weekend Negotiations: The Kennedy-Khrushchev Letters

That weekend (October 26-28) there was an exchange of letters between Moscow and Washington which transformed the nature of the Cuba crisis. On October 26, Khrushchev sent a letter to President Kennedy making certain proposals on the removal of offensive weapons from Cuba. On October 27, another letter from Khrushchev, which was broadcast before delivery, also expressed willingness to withdraw the weapons but proposed to link the question of Soviet offensive weapons in Cuba to the unrelated issue of strategic weapons in Turkey. The USSR would "agree to remove from Cuba those means which you regard as offensive means; we agree to carry this out and made a pledge in the United Nations. Your representative will make a declaration to the effect that the United States of America, on its part, considering the uneasiness and anxiety of the Soviet State, will remove its similar means from Turkey...After that persons entrusted by the United Nations Security Council may check on the spot the fulfillment of the pledge made by either side." Of course, he added, "the authorization of the Governments of Cuba and of Turkey would be necessary for the entry into those countries of these agents." In addition, Khrushchev proposed that the United States and the USSR give pledges against invasion of Cuba and Turkey respectively and solemn promises to respect the sovereignty and the inviolability of the frontiers of these countries.

This tie-in of Turkey with Cuba was immediately rejected by the United States. A statement issued by the White House that day noted that several inconsistent and conflicting proposals had been made by the USSR in the past twenty-four hours, including the one just broadcast.

/The proposal

The proposal involved the security of nations outside the Western Hemisphere and it was the Western Hemisphere nations alone that were the subject of the threat which produced the crisis. The position of the United States, the statement read, was that "as an urgent preliminary to consideration of any proposals work on the Cuban bases must stop; offensive weapons must be rendered inoperable; and further shipment of offensive weapons to Cuba must cease -- all under effective international verification." As to proposals concerning the security of nations outside this hemisphere, the statement concluded, the United States and its allies had long taken the lead in seeking properly inspected arms limitation, on both sides. These efforts could continue as soon as the present Soviet-created threat was ended.

President Kennedy's letter to Chairman Khrushchev of the same day (October 27) replied to Khrushchev's letter of October 26.

"As I read your letter," the President wrote, "the key elements of your proposals which seem generally acceptable as I understand them are as follows:

- "1. You would agree to remove these weapons systems from Cuba under appropriate U. N. observation and supervision; and undertake, with suitable safeguards, to halt the further introduction of such weapons systems into Cuba.
- "2. We, on our part, would agree -- upon establishment of adequate arrangements through the United Nations to ensure the carrying out and continuation of these commitments -- (a) to remove promptly the quarantine measures now in effect, and (b) to give assurance against an invasion of Cuba, and I am confident that other nations of the Western Hemisphere would be prepared to do likewise."

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Assuming work ceased on offensive missile bases in Cuba and all weapons systems in Cuba capable of offensive use were rendered inoperable, under effective UN arrangements, the President was prepared to have representatives in New York work out an arrangement in cooperation with the Secretary-General for a permanent solution along the lines suggested in Chairman Khrushchev's letter of October 26.

On Sunday, October 28 -- Chairman Khrushchev broadcast the text of his reply. In addition to earlier instructions to discontinue further work on weapons construction sites, he said, the Soviet Government "has given a new order to dismantle the arms which you described as offensive, and to crate and return them to the Soviet Union." The letter stated:

"I regard with respect and trust the statement you made in your message of October 27, 1962, that there would be no attack, no invasion of Cuba, and not only on the part of the United States, but also on the part of other nations of the Western Hemisphere, as you said in your same message. Then the motives which induced us to render assistance of such a kind to Cuba disappear.

"It is for this reason that we instructed our officers -- these means as I had already informed you earlier are in the hands of the Soviet officers -- to take appropriate measures to discontinue construction of the aforementioned facilities, to dismantle them, and to return them to the Soviet Union. As I had informed you in the letter of October 27, we are prepared to reach agreement to enable United Nations Representatives to verify the dismantling of these means.

"Thus in view of the assurances you have given and our instructions on dismantling, there is every condition for eliminating the present conflict."

/Chairman

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Chairman Khrushchev sent a copy of this message to U Thant "to enable you to familiarise yourself with our position, which we regard as exhaustive and which will help you to discharge your noble functions." At the same time, he informed the United States and the United Nations, that in connection with the negotiations U Thant was conducting with representatives of the USSR, the United States, and Cuba, the Soviet Government was sending First Deputy Foreign Minister V. V. Kusnetsov to New York to help U Thant in his "noble efforts aimed at eliminating the present dangerous situation."

President Kennedy replied at once to the broadcast message of October 28 even before the official text reached him, and welcomed it as "an important contribution to peace." The operative paragraph read:

"The distinguished efforts of Acting Secretary-General U Thant have greatly facilitated both our tasks. I consider my letter to you of October 27 and your reply of today as firm undertakings on the part of both our governments which should be promptly carried out. I hope that the necessary measures can at once be taken through the United Nations as your message says, so that the United States in turn can remove the quarantine measures now in effect. I have already made arrangements to report all these matters to the Organisation of American States, whose members share a deep interest in a genuine peace in the Caribbean area."

"I agree with you," the President concluded, "that we must devote urgent attention to the problem of disarmament...I think we should give priority to questions relating to the proliferation of nuclear weapons, on earth and in outer space, and to the great effort for a

/nuclear test ban.

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nuclear test ban. But we should also work hard to see if wider measures of disarmament can be agreed and put into operation at an early date. The United States Government will be prepared to discuss these questions urgently, and in a constructive spirit, at Geneva or elsewhere."

A. U.S. statement issued the same day welcomed the Khrushchev response and stated: "We shall be in touch with the Secretary-General of the United Nations with respect to reciprocal measures to assure the peace in the Caribbean area."

Weekend Negotiations in New York

Meanwhile steps continued in New York to reach agreement on practical means of avoiding conflict at sea and on arrangements to carry out the Secretary-General's suggestion for stopping work on the offensive bases and screening further shipments as conditions of suspending the quarantine.

The initial aim of the Secretary-General was to avoid an incident at sea. What concerned him most, he had written on October 25 to Chairman Khrushchev, was that a confrontation at sea between Soviet ships and United States vessels "would destroy any possibility of the discussions I have suggested as a prelude to negotiations on a peaceful settlement." He therefore asked that Soviet ships already on their way to Cuba be instructed to stay away from the interception area for a limited time in order "to permit discussions of the modalities of a possible agreement." The next day (October 26), the Secretary-General addressed a parallel letter to President Kennedy, informing him of his approach to Chairman Khrushchev and requesting that "instructions may be issued the United States vessels in the Caribbean to do everything possible to avoid direct confrontation with

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Soviet ships in the next few days in order to minimize the risk of an outward incident." He expressed the further hope that such cooperation could be the prelude to a quick agreement in principle on the basis of which the quarantine measures could be called off as soon as possible.

Premier Khrushchev accepted the proposal and "ordered the masters of Soviet vessels bound for Cuba...to stay out of the interception area, as you recommend." President Kennedy welcomed U Thant's efforts for a satisfactory solution and stated that if the Soviet Government accepts and abides by his request that Soviet ships already on their way to Cuba stay out of the interception area during the period of preliminary discussions "you may be assured that this Government will accept and abide by your request that our vessels in the Caribbean do everything possible to avoid direct confrontation with Soviet ships in the next few days in order to minimize the risk of any untoward incident!" At the same time the President underlined that this was a matter of great urgency in view of the fact that certain Soviet ships were still proceeding toward Cuba and the interception area.

Screening Shipments

As the White House statement on October 27 made clear, the urgent preliminary to the consideration of any proposals for a solution was that work on the Cuban bases stop, the offensive weapons be rendered inoperable, and further shipment of weapons to Cuba must cease--all under effective international verification. After that means must be found to get the missiles and other offensive weapons removed and their removal verified and to institute adequate safeguards against their reintroduction.

/The immediate

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The immediate concern of the negotiators in New York, during the initial phase, was to work out a system for incoming shipments to ensure that no further offensive weapons were being introduced. The UN asked the International Committee of the Red Cross (ICRC) to serve as its agent in inspecting incoming vessels to make sure that no more Soviet weapons were coming in to Cuba. The operation would be expected to continue for about one month and would be entrusted to some thirty inspectors which the ICRC would undertake to recruit. Mr. Paul Ruegger, former president of the ICRC, arrived in New York early in November to discuss with the UN whether and under what circumstances the ICRC could undertake this task. In releases issued in Geneva on November 5 and November 13, the ICRC pointed out that the organization could participate in the plan only with the formal agreement of "the three parties concerned." The statement issued by the ICRC on November 13 explained that "eventual action by the ICRC would be based on previous consent being given by the three states concerned" and the methods of control would have to be clarified in future discussions. Premier Castro refused to give his consent to the proposed scheme. Before final arrangements could be made it was, in any event, realized that the system envisaged would no longer be required and that the United States and other countries of the Western Hemisphere could rely on other means, including air surveillance, to guard against new shipments of offensive weapons.

Havana Talks

The main obstacle to progress on establishing the conditions for a settlement was the attitude of the Cuban government. On October 26 U Thant

/wrote Prime Minister

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wrote Prime Minister Castro renewing his appeal that he (Castro) direct that "the construction and development of major military facilities and installations in Cuba, and especially installations designed to launch medium-range and intermediate-range ballistic missiles, be suspended during the period of negotiations which are now underway."

Dr. Castro's reply came the next day and proved to be a hedged acceptance. He rejected "the presumption of the United States to determine what action we are entitled to take within our country, what kind of arms we consider appropriate for our defense." Cuba was prepared to accept "the compromises that you request as efforts in favor of peace, provided that at the same time, while negotiations are in progress, the United States Government desists from threats and aggressive actions against Cuba, including naval blockade of the country." Read literally, Dr. Castro was saying that he would consider the suspension only at the price of ending the quarantine. At the same time, his letter contained another note: "...Should you consider it useful to the cause of peace, our government would be glad to receive you in our country as Secretary-General of the United Nations, with a view to direct discussions on the present crisis."

U Thant replied the next day noting that Castro was prepared to accept the suggestion he had made provided the United States Government "desists from threats...against Cuba including the naval blockade" while negotiations were in progress. He accepted the invitation to visit Cuba early in the coming week -- and to "bring a few aides with me to leave some of them behind to continue our common effort towards a peaceful solution of the problem." To facilitate his task the United States had agreed to suspend its naval quarantine and aerial surveillance during the Secretary-General's visit to

/Havana.

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Havana. At this point, the United Nations was working on the assumption that the visit to Cuba would be concerned with working out modalities of U.N. observation and inspection and "reciprocal measures to assure the peace in the Caribbean."

The issue was further clouded by Castro's "statement of conditions" issued in Havana on October 28. "The guarantees of which President Kennedy speaks against the invasion of Cuba will not exist without the elimination also of the naval blockade," he declared, "and adoption, among others, of the following measures:"

1. End of the economic blockade and "all measures of commercial and economic pressure" exercised by the United States against Cuba;
2. End of "all subversive activities" and the organization or support of invasions;
3. End of "pirate attacks" from bases in the United States and Puerto Rico;
4. End of "violations of air and naval space" by the United States;
5. United States withdrawal from the naval base at Guantanamo and its "return to Cuba."

This statement of conditions was clearly unacceptable and adumbrated its intransigent position that the Cuban authorities would take during the Havana talks. U Thant and a party of nineteen, including Brigadier General Rikhye and a small military staff, flew to Havana on October 30 and held talks with Cuban leaders that day and the next to arrange for U.N. supervision of removal of the offensive weapons and to discuss the other modalities for carrying out the Kennedy-Khrushchev agreement of October 27-28.

/Although general

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Although general agreement was reached that the United Nations should participate in settlement of the Cuban crisis and the talks were characterized as "fruitful," the Cuban authorities balked at all proposals for U.N. inspection of weapons removal and safeguards against their reintroduction. Premier Castro reiterated the five demands he had made in his October 28 statement. These demands were obviously beyond the scope of the Secretary-General's purpose in negotiating with the Cubans, and no agreement was reached.

The Secretary-General and his party returned to New York the next day, where, it was understood, talks between the Secretary-General and Cuban representatives would continue. Premier Castro, however, did state that he would not interfere with the Soviet removal of the missiles. The missiles are "not ours", he said in a radio speech on November 1 in which he reported on his talks with U Thant, but he rejected any form of international inspection on the withdrawal of Soviet weapons. He specifically turned down a proposal that the International Committee of the Red Cross (ICRC) carry out the inspection task. He also rejected other forms of UN inspection. On Friday, November 2, Soviet First Deputy Premier Anastas I. Mikoyan arrived in New York on his way to Havana and issued a statement supporting Premier Castro's demands and warmly endorsing the Cuban regime.

Surveillance and Dismantling Continued

When U Thant left Havana without a mutually satisfactory formula, President Kennedy ordered resumption of the quarantine on shipping to Cuba and authorized resumption of close aerial surveillance of the island to determine whether dismantling of Soviet missile bases was proceeding as reported by Soviet officials. On the evening of November 2, the

/President reported

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President reported in a short television and radio broadcast that the "Soviet missile bases are being dismantled, the missiles are being crated and the fixed installations at the sites are being destroyed." The President said the information was based on aerial photographs and added that the United States intended to follow closely the completion of this work through various means, including aerial surveillance, until "an equally satisfactory international means of verification is effected." He also said that while the quarantine remained in effect, he was hopeful that adequate procedures could be developed for international inspection of Cuba-bound cargoes. The International Committee of the Red Cross could be "an appropriate agent" for carrying out this inspection.

New York Negotiations: Verification and IL-28s

Meanwhile, talks proceeded in New York between Ambassador Stevenson and Mr. John J. McGloay for the United States and Deputy Foreign Minister Kuznetsov, for the Soviet Union. Apart from working out the details of the scheme for IIRC inspection of incoming shipments (described above), the negotiators spent the next three weeks in considering two main issues. Until November 12 the central concern of the negotiators was to make sure that the offensive missile system had left Cuba and to work out a satisfactory system for verification that dismantling and removal had in fact taken place. Associated with this was the problem of longer-term safeguards against the reintroduction of offensive weapons. From November 12 to November 20 the focus of negotiation shifted to the problem of removal of the Soviet IL-28 bombers from Cuba.

On verification, it was clear that what the President had termed "an equally satisfactory international means of verification" required an adequate UN system of inspection to make sure that the offensive weapons

/had in fact

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had in fact been removed, to guard against hiding, and to prevent reintroduction of such weapons. Various schemes were considered and the USSR made clear its willingness to have UN verification take place. Castro adamantly refused to accept any form of verification in Cuba by the UN or under its auspices for removal of the weapons. US negotiators continued to make it clear to the Soviet negotiators that US aerial surveillance would continue so long as there was no adequate UN system of inspection. When it became clear that Castro would not give his consent to UN inspection or verification of shipments from his ports, the negotiators turned to devising a system for US inspection at sea of outgoing ships carrying the dismantled missiles. The US naval vessels would come "alongside" departing Soviet vessels which would be loaded in such a way as to enable the US vessels to see and count the missiles and associated equipment. Rapid progress was made in dismantling and loading the missiles and by November the US had counted 42 departing missiles by this procedure. Failing UN verification and safeguards, the US continued its own system of surveillance under the existing OAS resolution to make sure that offensive weapons were not reintroduced.

On November 12, with the missiles removed, the US negotiators took up again the question of the removal of IL-28s and made it clear that the United States could not consider lifting the quarantine until the bombers were withdrawn. The Soviets claimed they had fulfilled their part of the bargain by dismantling and removing the missiles and were pressing for lifting of the quarantine and a U.S. non-invasion pledge.

The US position was that the bombers were defined as offensive weapons in the Presidential Proclamation of October 23 and that they

/were included as

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were included as such in the Kennedy-Khrushchev exchange of October 27-28. The United States made it clear that it could not consider lifting the quarantine until the Soviets agreed to remove the IL-28s within a short time.

Partial Settlement: November 20

On November 20, Dr. Castro informed U Thant that if the Soviets wished to remove the bombers he would not object. That day an agreement was reached between Kennedy and Khrushchev under which the IL-28s would be withdrawn. U Thant was notified the same day by Ambassador Stevenson and Deputy Foreign Minister Kusnetsov. Soviet agreement to remove the bombers paved the way for the lifting of the quarantine. The partial settlement had taken just four weeks to accomplish.

At his press conference that evening, President Kennedy announced that he had that day been informed by Chairman Khrushchev that all of the IL-28 bombers in Cuba would be withdrawn in thirty days, and that these planes could be observed and counted as they departed. "Inasmuch as this goes a long way towards reducing the danger which faced this hemisphere four weeks ago," the President announced, "I have this afternoon instructed the Secretary of Defense to lift our naval quarantine." The President then recalled the agreement he had reached with Chairman Khrushchev October 27-28, including the stipulation that once the Soviet leader had complied with all his pledges, "we would remove our naval quarantine and give assurance against invasion of Cuba." Evidence to date indicated that all known offensive missile sites had been dismantled, he stated, and sea inspection by the navy had confirmed that the missiles had been withdrawn. But, he warned, "important parts" of the agreement "remain to be carried out. The Cuban Government has not yet permitted the United Nations to

/verify whether all

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verify whether all offensive weapons have been removed, and no lasting safeguards have yet been established against the future introduction of offensive weapons back into Cuba." The United States, therefore, had no choice but to pursue its own means of checking on military activities in Cuba. The United States, he said, will continue its efforts to achieve "adequate international arrangements for the task of inspection and verification of Cuba." Later, in reply to a question, he defined adequate safeguards as "an inspection which would provide us with assurances that there are not in the island weapons capable of offensive action against United States or neighboring countries and that they will not be reintroduced."

Regarding guarantees against invasion, the President stated that these were contingent on adequate verification and safeguards for the future.

"As for our part, if all offensive weapons are removed from Cuba and kept out of the Hemisphere in the future, under adequate verification and safeguards, and if Cuba is not used for the export of aggressive Communist purposes, there will be peace in the Caribbean. And, as I said in September, "We shall neither initiate nor permit aggression in this hemisphere."

The United States, he stressed, would not abandon the political, economic, and other efforts to halt subversion from Cuba nor its purpose and hope that the Cuban people shall some day be fully free. "But these policies are very different from any intent to launch a military invasion of the island."

Inter-American Quarantine Force Terminates Operations

Following the lifting of the quarantine, the three governments whose

/naval units had

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naval units had participated in the inter-American combined quarantine force -- i.e., Argentina, Dominican Republic, and the United States -- notified the C.O.A.S./O.C. on November 30 that the operations of the quarantine force had been terminated. During this period, it had not been necessary to take up the offers of airport and seaport facilities and other types of assistance made by other hemispheric determination and solidarity.

As the negotiations between the United States and the Soviet Union in New York progressed, the United States kept the C.O.A.S./O.C. fully informed of developments. The C.O.A.S./O.C. in the meantime withheld taking any further action with regard to the crisis until these talks were completed.

Continued Negotiations

The Soviet Government carried out its promise to withdraw the IL-28 bombers, and, by December 6, the United States was informed that all bombers (42 in number) had left. No progress, however, was made during the rest of the month in achieving the "adequate international arrangements for the task of inspection and verification in Cuba" that the President had mentioned on November 20, and which were part of the original understanding. Deputy Premier Mikoyan's three-hour conversations with the President on November 29 and with the Secretary of State on November 30, did not advance the final solution. The question was turned over again to the delegations in New York.

By mid-December several important loose ends still remained. No

/adequate,

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adequate, U.N.-supervised arrangements for verification of removal of offensive weapons and safeguards against their reintroduction had been achieved. The U. S. assurance against invasion or supporting an invasion of Cuba was dependent on adequate safeguards that offensive weapons were not present or reintroduced into Cuba and that Cuba refrained from aggressive acts against the Western Hemisphere.

Soviet Troops

The withdrawal of Soviet personnel from Cuba was also a matter of deep concern to the United States. As the President stated at his press conference of November 20, the U.S. had been informed that Soviet combat units and other Soviet units were associated with the protection of offensive weapons systems and would also be withdrawn in due course. The U.S. position was that removal of the offensive weapons systems made the presence of Soviet troops to defend such weapons no longer necessary. Efforts to secure their removal continued into 1963.

Security Council Consideration Concluded

The formula for terminating Security Council consideration of the Cuban crisis was finally agreed between the governments of the United States and the Soviet Union on January 7, 1963. It represented a standstill rather than a final settlement. The two governments agreed to send a joint letter to the Secretary-General which he, in turn, transmitted to the Security Council for information of its members. The text of the letter read:

"On behalf of the Governments of the United States and the Soviet Union, we desire to express to you our appreciation for your efforts in assisting our governments to avert the serious threat to the peace which recently arose in the Caribbean area.

"While it has not been possible for our governments to

/resolve all the

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resolve all the problems that have arisen in connection with this affair, they believe that, in view of the degree of understanding reached between them on the settlement of the crisis and the extent of progress in the implementation of this understanding, it is not necessary for this item to occupy further the attention of the Security Council at this time.

"The Governments of the United States of America and of the Soviet Union express the hope that the actions taken to avert the threat of war in connection with this crisis will lead toward the adjustment of other differences between them and the general easing of tensions that could cause a further threat of war."

The same day (January 7, 1963), the Permanent Representative of Cuba, Carlos M. Lechuga, addressed a letter to the Secretary-General, which he requested be transmitted to United Nations members, expressing a dissenting view on the conclusion of the affair. Cuba, the letter declared, "does not consider as effective any agreement other than one which would include consideration of five points or measures, which as minimum guarantees to peace in the Caribbean, our Prime Minister Fidel Castro stresses in his declaration of 28 October, 1962...."

As the Security Council concluded its consideration of the Cuban item, the situation remained as follows:

1. The Soviet Union had withdrawn its offensive missiles, its bombers, and some of its military personnel. The United States and participating American Republics had lifted the quarantine.
2. The Cubans had refused to accept on site inspection and post-removal verification or to agree on a system of continuing safeguards against reintroduction of offensive weapons under United Nations auspices.
3. In the absence of adequate inspection and safeguards, the United States continued other methods of surveillance of military

activities in Cuba in the interests of hemispheric security.

4. The continued presence of Soviet military personnel in Cuba constituted an unacceptable intervention of foreign military power in the Western Hemisphere. Efforts continued with the USSR to obtain their removal as agreed.
5. The United States continued to be seriously concerned about Cuban subversive efforts directed against other American Republics.
6. The United States position with regard to assurance against invasion remained that stated by the President on November 20, as outlined above.
7. With the conclusion of the New York talks and the joint US-USSR letter terminating Security Council consideration of the matter, responsibility of further action remained with the OAS Organ of Consultation in its hemispheric context.

Conclusion: Complementary Roles of Bilateral, Regionals, and UN Diplomacy

The Cuban affair demonstrated the utility and possibilities for interaction of the various diplomatic and military instruments available to the United States in a crisis. Orchestration of bilateral diplomacy, regional arrangements, and the United Nations system marked the handling of the crisis throughout. In particular, the Cuba affair represented a unique demonstration of coordination between a regional system and the world organization, with diplomatic action being taken in the O.A.S. and the United Nations, depending on the task to be performed and the governments directly involved. The O.A.S. system successfully met the test of

/workability by

workability by demonstrating conclusively the solidarity and determination of the American Republics when their security is endangered. The rapid, decisive action taken by the American Republics under the Rio Treaty strengthened the hand of the United States in making its case before world opinion, in dealing in the Security Council with the crisis, and in negotiating with the Soviets.

The United Nations played a three-fold role: as a forum for exposing Soviet duplicity and for enlisting diplomatic support of the United States position; as an instrument for international consultation and as a site for negotiation; and, as an institution willing and able, on short notice, to provide inspection and verification services.

(1) The United States provided an unparalleled forum for presenting the facts of the Soviet offensive buildup directly to representatives of 109 nations and through communications media directly to world public opinion. Ambassador Stevenson's speeches of October 23 and 25 in the Security Council, together with the photographs and explanations to delegations both inside and outside the chamber, presented incontrovertible evidence in a dramatic and effective manner and thus helped in convincing the world of the facts. In addition, the United Nations provided a forum in which the American Republics could impress on the world and on the Secretary-General their solidarity on this issue.

(2) The Secretary-General provided an effective point of contact, notably in the tense days at the outset of the crisis and valuable suggestions for avoiding direct confrontation. The Secretary-General's intervention on the second day of Security Council debate, in which he called for suspension of arms shipments and of construction and development of military installations in exchange for suspension of

the quarantine led to the formula under which Soviet ships stayed away from the interception area and on that condition the United States agreed to do everything possible to avoid direct confrontation. Khrushchev gave unprecedented agreement to the idea of U.N. inspection and verification of arms removal on the spot. And, the United Nations proved that it was ready and capable of organising a corps of observers and a system of inspection in rapid order.

Both the United Nations and the Organisation of American States proved their utility and vigor -- and emerged stronger from the ordeal.